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which they had found to be "a terrestrial paradise", for nearly three-quarters of a century. The paradise was not without the trail of the serpent, but the inhabitants lived peaceable and fairly well-ordered lives. The treaty of 1763 changed all this.

It was provided in that treaty that the French inhabitants might at any time within eighteen months sell their property and retire from the country. The country was left for France to take care of for more than eighteen months pending the transfer, during which time the inhabitants could find neither purchasers nor money, yet when the British did come in after the expiration of the time, the commanding officer at first refused any extension; which meant that if any inhabitant wished to leave he must abandon his property; but finally a provisional extension to March following was granted. In the meantime, all those who could get away transported their movables across the Mississippi under cover of darkness, which the British officers thought very reprehensible, and said that it was "done chiefly to distress us and increase our difficulty in maintaining the country". For those who remained no civil government was provided.

Captain Stirling, who was vested with no civil authority, found it necessary to appoint a judge, from whose decisions he would himself entertain appeals. To fill the office of judge he designated a bankrupt named Lagrange, but there is nothing to show that he performed the duties of the office, except Stirling's statement that he was wanting in knowledge of law.

The Indians, whose good-will it was so important to secure, were as little considered as the French. Captain Stirling was sent to them without the customary presents, without the provisions necessary for their entertainment, and even without an interpreter. The previous failure of Pontiac to achieve success at Detroit was the one thing which prevented the destruction of Stirling and his men. And during the whole period the British practically "got nowhere". It was not a régime; it was a muddle. What progress was made in later years will be shown in the succeeding volumes.

The book is well arranged and well edited. What is printed about Lagrange and his creditors should have been supplemented by the inclusion of the decision of the Superior Council at New Orleans in the matter, which decision is in the St. Louis archives. Morgan's journal of his voyage down the Mississippi was printed in the report of the Eighth International Geographical Congress, 1904. The date of the voyage is there given as 1767; here as 1766. Which is correct?

WALTER B. DOUGLAS.

The Federal Executive. By JOHN PHILIP HILL. (Boston and New York: Houghton Mifflin Company. 1916. Pp. viii, 269.)

THIS work, we are informed, has been in process of construction since 1903. Its purpose "is to add a little to the studies on the subject

and to assist in an understanding of the creation, development, organization, and functions of the Federal Executive". Rather less than half of the book is concerned with the history of the ten departments and with reflections on about twenty of our presidents. The remaining portion is an attempt to set forth certain features of the administrative machinery for the purpose of revealing its modes of operation to-day. Here and there Mr. Hill has touched the sources of his theme. Showing some familiarity with the sources, he gives, on the other hand, little evidence of such industry, patience, and care for details as would permit him to write freely and understandingly of the historic aspects of the subject. For many of his conclusions he has searched the writings of a small number of careful students of government; but to these students he has not always given due credit.

On the historical side the reader will look in vain for any careful and well-sustained consideration of the office of the President. The author remarks that the framers of the Constitution "did not dream" that the President "would be the one man in the nation primarily responsible to the people for the enactment into laws of their will" (p. 9). To indicate how this modern ideal of responsibility has come about would be worthy of a long chapter, always recalling the fact that Madison and an influential following in 1787-1789 meant that the President should be responsible to the people for the execution of the laws. Casual reflections on some of our presidents and their policies from Washington to Wilson are, it is true, to be found. But it is startling to be informed that Jefferson took "no steps . . . toward the increase of the executive power" (p. 201); to find classed together as Federalists Presidents Madison, Monroe, and John Quincy Adams (pp. 204, 206, 207); to have the old charge revived that Jackson's heads of departments were "no more than executive clerks" (p. 208); and to hear that President Wilson, following "the practice in cabinet meetings of having each department represented", summons to these meetings, in the absence of a Secretary, "an assistant secretary or other designated official" (p. 47). To the question of admitting cabinet officers to seats in Congress—a question which, according to Mr. Hill, "has never been seriously agitated" (p. 217)—slight attention has been paid (pp. 45-47), notwithstanding the very extensive literature on the subject which has accumulated chiefly since 1864. On the subject of salaries of cabinet officers there occurs a very misleading passage (p. 74); and not a word anywhere to indicate what salaries have been paid our presidents.

On the side of administration, Mr. Hill, guiding himself by the language of the preamble to the Constitution, has conceived the ten departments as dividing themselves into the four following divisions: (i) State, Treasury, and Interior Departments as making for a "more perfect union"; (ii) Departments of War, of Navy, and of Justice as "insuring domestic tranquillity"; (iii) Departments of Agriculture, of Commerce, and of Labor as "promoting the general welfare"; and

(iv) the Post-Office Department as insuring "the blessings of liberty". When he confines himself to simple exposition of function, the writer has given information that may be useful. To say that "the Treasury Department and the Department of Justice are the only two departments that have divided the United States into districts for the practical purpose of administration" (p. 89) is to mislead. Strictly speaking, there has never been in our history a "bureau" of Agriculture (p. 105). The building in Washington occupied by the Bureau of Pensions is not devoted "exclusively" to pensions, nor is the decorative frieze on the building placed "under the eaves" or made of "plaster" (p. 119). The Washington city post-office is built of granite, not "marble" (p. 182).

To the scholar this volume is of no importance. It is likely to mislead less well-informed readers. On both the historical and administrative sides it is shallow.

HENRY BARRETT LEARNED.

History and Procedure of the House of Representatives. By DE-ALVA STANWOOD ALEXANDER, A.M., LL.D. (Boston and New York: Houghton Mifflin Company. 1916. Pp. xv, 435.)

MR. ALEXANDER'S book is a welcome addition to the as yet rather small list of thorough and first-hand studies of American government and administration. Owing its origin in part, we are told, to a friendly suggestion of Thomas B. Reed, the work shows not only careful use of the various series of Congressional debates and of Hinds's monumental *Precedents*, but also a practical appreciation of details of parliamentary procedure for which Mr. Alexander's fourteen years of service as a member of the House have afforded invaluable training. With the exception of documentary references, foot-notes are not numerous, but such citations as there are, as well as the text itself, show use of such special studies as Follett's *Speaker* and of a number of important books of reminiscence. Particularly commendable are the absence of partizanship or special pleading, and the entire avoidance of any attempt to tell, under the guise of a history of the organization and procedure of the House, the political or constitutional history of the United States.

The eighteen chapters into which the book is divided cover all the main aspects of the constitution and procedure of the House: the apportionment and qualifications of members, the preparation of the roll of members elect, the organization of the House, the functions of the Speaker, the appointment and work of committees, the quorum and the rules, the order of business and the conduct of debate, contested elections, procedure in impeachments, and the relations between the House and the President. Chapter VII., on floor leaders, and chapter XIII., on the Committee of the Whole, are especially rich in information not readily obtainable elsewhere; while chapter XVIII., on the President and the House, is as broad as well as a detailed treatment of constitutional and formal relations which have developed greatly in recent years,